1 2 3 4 5 BEFORE THE POLLUTION CONTROL HEARINGS BOARD 6 IN AND FOR THE STATE OF WASHINGTON 7 UNITED STATES DEPARTMENT OF 8 ENERGY, AND CENTRAL PLATEAU PCHB No. 22-CLEANUP COMPANY, LLC, 9 Appellants, 10 NOTICE OF APPEAL 11 STATE OF WASHINGTON, 12 DEPARTMENT OF ECOLOGY, 13 Respondent. 14 Pursuant to Chapter 43.21B RCW, Chapter 34.05 RCW, and Chapter 371-08 WAC, the 15 United States Department of Energy (DOE), and the Central Plateau Cleanup Company, LLC 16 (CPCCo), by and through their attorneys James A. Tupper, Jr., and Tupper Mack Wells PLLC, 17 Grace King (DOE) and Monica Sheets (DOE), and Christopher Page (CPCCo), hereby appeal 18 the Department of Ecology modification of Resource Conservation and Recovery Act (RCRA) 19 Permit WA789008967 issued on December 6, 2021. 20 I. **Appealing Parties** 21 1.1 **Appealing Parties:** 22 23 Owner and Operator U.S. Department of Energy 24 Hanford Site P.O. Box 550 25 Richland, WA 99352 (509) 376-7395 26



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2		Co-Operator
3		Central Plateau Cleanup Company, LLC Scott Sax, President and Program Manager
4		P.O. Box 1464 Richland, WA 99352
5		(509) 372-3845
6	1.2	Representation:
7		James A. Tupper, Jr. Douglas S. Morrison
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15		Monica D. Sheets CO Bar #21820
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19		General Counsel Central Plateau Cleanup Company, LLC
20		P.O. Box 1464 Richland, WA 99352
21		Christopher_b_page@rl.gov (509) 376-6613
22		II. Identification of Parties
23	2.1	United States Department of Energy, Hanford and the Central Plateau Cleanup
24	Company, LL	.C, Appellants.
25	2.2	State of Washington, Department of Ecology, Respondent.
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III. Decisions Under Appeal

Ecology issued Modification No. 8C.2021.1F to RCRA Permit No. WA789008967 ("Modification") on December 6, 2021, with an effective date of January 6, 2022. Attached as Exhibit A. The conditions and addenda for the Modification are available online at: <u>Hanford</u> Dangerous Waste Permit Modification | Washington State Department of Ecology

IV. Grounds for Appeal

- 4.1 The closure requirements imposed by Ecology in its Permit Modification to Part V of the Hanford Facility Resource Conservation and Recovery Act Permit, Dangerous Waste Portion, Revision 8C, for the Treatment, Storage, and Disposal of Dangerous Waste, WA7890008967, to add Closure Unit Group 27, 277-T Building; Closure Unit Group 28, 277-T Outdoor Storage Area; Closure Unit Group 29, 271-T Cage; Closure Unit Group 30, 211-T Pad; and Closure Unit Group 39, 2401-W Waste Storage Building establish unreasonable closure standards and sampling requirements.
- 4.2 The Appellants originally submitted closure plans for the units included in the Modification in 2013 in accordance with the Consent Agreement and Final Order issued by the U.S. EPA. Since 2013 considerable state and federal resources were expended to develop and document closure strategies for these units. In October 2017 the Appellants and Ecology reached agreement on closure performance standard values and exposure pathways for soil sampling. Ecology provided formal acceptance of the Appellants' proposed closure strategy for treating concrete surfaces to a clean debris surface, using the 277-T Building unit as an example (17-NWP-150). Ecology had also provided concurrence with the sufficiency of the Appellants' review of facility operating records. On June 19, 2018, Ecology confirmed that the closure strategy for the units was approved and that the closure plans could move forward with formal transmittal.
- 4.3 The Appellants submitted revised closure plans to Ecology for the units covered in the Modification in August and November 2018. In December 2018, after the Appellants had

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formally transmitted the revised closure plans with the understanding that agreement on all closure performance standard issues had been achieved, Ecology verbally informed the Appellants that it no longer agreed with the closure strategies for these units. In place of previous agreements, Ecology stated that waste management records were insufficient and proposed new closure strategies. Ecology requested that the Appellants revise and resubmit the closure plans to reflect Ecology's new position on closure standards. The Appellants informed Ecology that they would not be making the closure plan revisions to incorporate Ecology's additional sampling strategies, as there was no reasonable basis for the additional work to demonstrate clean closure at these particular closing units.

4.4 Ecology changed multiple elements of the sampling strategy required to demonstrate clean closure in the Modification including the number of samples, location of samples, and sampling media. The Modification requirements are not based on regulatory requirements, agency guidance, and are otherwise unreasonable. The Appellants contest Ecology's changes to the strategy for achieving clean closure at the T Plant and CWC closing units for the reasons identified in the statement of facts.

V. Statement of Facts

- 5.1 Ecology has exceeded its authority and otherwise acted unreasonably to change the closure plan including the closure standards and sampling requirements for units covered by the Modification.
- 5.2 The sampling proposed by the Appellants was based on defensible, documented, explainable professional judgment as the owner and operators of the Hanford Facility. The Appellants conducted a review of facility operating records consisting of thousands of pages to confirm what dangerous waste was stored at each unit and if there were any spills or releases associated with that dangerous waste storage. Furthermore, the Appellants offered to include Ecology in this records review effort, but the offer was declined.
 - 5.3 In accordance with applicable closure requirements, Appellants conducted a

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visual inspection of each unit to further determine the number and location of samples based on conditions observed in the field. During the visual inspection, the Appellants looked for signs of a spill or release in accordance with applicable EPA and Ecology guidance documents. The Appellants looked for visible stains (EPA QA/G-5S, Section 4.7), areas with loose containment or separated joints (EPA QA/G-5S, Section 4.7), and cracks or other openings that could allow the release of a dangerous waste (Ecology Publication #94-111). Where any such signs were observed, indicating a pathway for potential contamination to spread, they were identified as sampling locations.

- 5.4 Ecology performed an inspection of the units in November of 2018, five years after the Appellants' visual inspections were performed. Ecology revised the sampling strategy for soil without any evidence that leaks or spills of dangerous or mixed waste occurred, or that there was a viable pathway. Ecology then issued closure plans that include additional sampling locations without justification via records or observations from the visual inspection consistent with signs for contamination spread identified in applicable EPA and Ecology guidance documents. There is no sound technical or scientific basis for Ecology's "professional judgment" in the absence of this information.
- 5.5 Ecology has unlawfully and unreasonably applied multiple closure performance standards in the Modification. The closing units are comprised of a variety of surfaces, including concrete, asphalt, and gravel. Closure performance standards were based on Model Toxics Control Act (WAC 173-340) Method B soil cleanup levels for unrestricted land use. For the concrete sampling media added in Ecology's sampling design, Ecology applied the same MTCA (WAC 173-340) Method B soil cleanup levels to the concrete media. MTCA soil cleanup standards do not apply to concrete. Concrete should meet the clean debris surface standard defined in Table 1 of 40 CFR 268.45, and should not have to meet additional closure performance standards if no contamination is observed. Appellants further contend that the accepted physical extraction criteria of removing 0.6 cm of concrete as provided in the

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Appellants' closure plan is more defensible and less subjective than random concrete chip sampling as provided in the Modification.

- 5.6 Ecology unlawfully and unreasonably changed the closure plans through the Modification after Appellants finalized and submitted the closure plans. Appellants have been in discussion with Ecology since the closure plans were first submitted in 2013, and the closure strategy has evolved dramatically since that time. After the final closure plans were submitted to Ecology in August 2018, Ecology changed the closure strategy again, and shared their revised closure strategies in December 2018. The Appellants informed Ecology that they would defend the closure strategies agreed to in the submitted final closure plans, and that they would not make additional changes. Ecology responded by informing the Appellants that they would rewrite the closure plans themselves to incorporate the strategy changes they deemed appropriate. For the next eighteen months, Ecology revised the closure plans and eventually issued them in a draft Modification.
- 5.7 The current RCRA permit per permit condition II.K.6 allows for Deviations from a unit closure plan required by unforeseen circumstances encountered during closure activities, which do not impact the overall closure strategy, but provide equivalent results, shall be documented in the unit-specific Operating Record and made available to Ecology upon request, or during the course of an inspection. These deviations will also be documented in the Independent Qualified Registered Profession Engineers certification of closure. There is no justification for a 24-hour notice of changes.
- 5.8 Appellants reserve the right to add additional grounds for an appeal of the Modification at the time of the prehearing conference in this matter and as allowed under the rules of practice for the board.

VI. Relief Sought

Appellants respectfully request that the Board grant the following relief:

1. Enter a stay of the Modification pending final resolution of this appeal.

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1	2.	Enter an order invalidating the Modification.
2	3.	Such other and further relief as the Board deems appropriate.
3	Res	spectfully submitted this 5th day of January 2022.
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5		TUPPER MACK WELLS PLLC
6		s/James A. Tupper, Jr.
7		James A. Tupper, Jr. WSBA No. 16873 Douglas S. Morrison, WSBA No. 18769
8		s/ Christopher B. Page
9		Christopher B. Page General Counsel
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11		Christopher b page@rl.gov
12	·	Attorneys for Central Plateau Cleanup Co. LLC
13		U.S. DEPARTMENT OF ENERGY
14		s/ Grace J. King
15		Grace J. King, WSBA No. 49887
1.		Monica D. Sheets, CO Bar #21820
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		Monica.Sheets@rl.doe.gov (509) 376-3500
18		(307) 370 3300
19		Attorneys for U.S. Department of Energy
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1	DECLARATION OF SERVICE
2	I declare on oath that on this date I filed the foregoing Notice of Appeal and attached
3	Exhibits with the Pollution Control Hearings Board by electronic mail to:
4	pchb-shbappeals@eluho.wa.gov
5	and by mailing the original and one (1) copy, via first-class registered U.S. Mail, postage
6	prepaid, addressed as follows:
7	Pollution Control Hearings Board P. O. Box 40903
8	Olympia, WA 98504-0903
9	eluho@eluho.wa.gov
10	I further declare that I served a copy of this appeal on the Department of Ecology by
11	mailing the same via U.S. Mail, postage prepaid, addressed as follows:
12	Department of Ecology Attn: Appeals Processing Desk
13	300 Desmond Drive, SE Lacey, WA 98503
14	
15	Signed at Seattle, Washington, this 5th day of January, 2022.
16	
17	s/Susan Barragan Susan Barragan, Legal Assistant
18	
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21	4879-7461-1720, v. 3
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EXHIBIT A



STATE OF WASHINGTON DEPARTMENT OF ECOLOGY

3100 Port of Benton Blvd • Richland, WA 99354 • (509) 372-7950
711 for Washington Relay Service • Persons with a speech disability can call (877) 833-6341

December 6, 2021

21-NWP-156

Brian T. Vance, Manager Richland Operations Office United States Department of Energy PO Box 550, MSIN: H5-30 Richland, Washington 99352 Scott Sax, President and Project Manager Central Plateau Cleanup Company LLC PO Box 1464, MSIN: A7-01 Richland, Washington 99352

Re: Final Class 3 Permit Modification 8C.2021.1F to the Hanford Facility Resource Conservation and Recovery Act Permit, Dangerous Waste Portion, Revision 8C, for the Treatment, Storage, and Disposal of Dangerous Waste, Part V, Closure Unit Group 27, 277-T Building; Closure Unit Group 28, 277-T Outdoor Storage Area; Closure Unit Group 29, 271-T Cage; Closure Unit Group 30, 211-T Pad; Closure Unit Group 37, 221-T Sand Filter Pad; Closure Unit Group 39, 2401-W Waste Storage Building; and Closure Unit Group 41, 221-T Railroad Cut, WA7890008967

References: See page 5

Dear Brian T. Vance and Scott Sax:

This letter issues the Department of Ecology's (Ecology) final permit decision on the draft 8C.2018.6D permit modification (Reference 1), now issued as the final 8C.2021.1F permit modification.

Ecology incorporated the final 8C.2021.1F permit modification in Part V of the Hanford Facility Resource Conservation and Recovery Act Permit, Dangerous Waste Portion, Revision 8C, for the Treatment, Storage, and Disposal of Dangerous Waste (Site-wide Permit). The following Closure Unit Groups (CUGs) were incorporated: Central Waste Complex (CWC) CUG-39, 2401-W Waste Storage Building, and T Plant Complex (T Plant) CUG-27, 277-T Building; CUG-28, 277-T Outdoor Storage Area; CUG-29, 271-T Cage; CUG-30, 211-T Pad; CUG-37, 221-T Sand Filter Pad; and CUG-41, 221-T Railroad Cut. In accordance with Washington Administrative Code (WAC) 173-303-840(8)(b), these T Plant and CWC CUGs are effective January 6, 2022.

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Brian T. Vance and Scott Sax December 6, 2021 Page 2 of 6

The Permittees are the United States Department of Energy (USDOE) as owner/operator and Central Plateau Cleanup Company LLC as co-operator. This Class 3 permit modification was required in response to the Environmental Protection Agency Consent Agreement and Final Order (CAFO) against the USDOE for violations of the Resource Conservation and Recovery Act of 1976 (RCRA) program at the Hanford Facility's Solid Waste Operations Complex (Reference 2). The Permittees requested a Class 3 Permit Modification on October 11, 2013 (Reference 3), for the CAFO units and on October 18, 2013 (Reference 4), for the non-CAFO units. The Permittees submitted revised closure plans for 211-T Pad (CUG-30), 277-T Building (CUG-27), 271-T Cage (CUG-29), and 2401-W Waste Storage Building (CUG-39) DWMUs on August 9, 2018 (Reference 5) and for 221-T Sand Filter Pad (CUG-37), 277-T Outdoor Storage Area (CUG-28), and 221-T Railroad Cut (CUG-41) on November 1, 2018 (Reference 6). The Permittees provided additional supplemental information to support these closure plans on October 15, 2018 (Reference 7).

The CAFO units include 277-T Outdoor Storage Area (CUG-28); 271-T Cage (CUG-29); 211-T Pad (CUG-30); 221-T Sand Filter Pad (CUG-37); and 2401-W Waste Storage Building (CUG-39). The non-CAFO units include 277-T Building (CUG-27) and 221-T Railroad Cut (CUG-41).

The Addenda provided for each of the unit groups include the Addendum H, Closure Plan and the Unit-Specific Permit Conditions.

As required by WAC 173-303-840(3)(d), Ecology held a 45-day public comment period from June 8, 2020, through July 24, 2020 (Reference 1). Ecology reopened the public comment period from September 21, 2020, through November 4, 2020 (Reference 8). Ecology received 830 public comments during the public comment period.

Ecology reviewed the comments, and a *Response to Comments* document is on the enclosed DVD (Ecology Publication 21-05-027) and on Ecology's publication website at https://apps.ecology.wa.gov/publications/summarypages/2105027.html.

The permit modification can be accessed at the Ecology website: https://fortress.wa.gov/ecy/nwp/permitting/8C.2021.1F/.

The permit modification is also on the enclosed DVD. A DVD is located at the Hanford Public Information Repositories in Richland, Spokane, and Seattle, Washington, as well as Portland, Oregon. A hard copy and DVD is on file at the locations listed below:

Department of Ecology Nuclear Waste Program 3100 Port of Benton Boulevard Richland, Washington 99354

United States Department of Energy Administrative Record 2440 Stevens Center Place Richland, Washington 99354

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Individuals can request copies of the DVD and hard copies by contacting Ecology's Resource Center at (509) 372-7950.

In accordance with WAC 173-303-830(4)(f)(ii), Ecology's decision to grant or deny a Class 3 Permit Modification request under this section may be appealed under the permit appeal procedures of WAC 173-303-845.

Your Right to Appeal

You have a right to appeal this permit modification to the Pollution Control Hearings Board (PCHB) within 30 days of the date of receipt of this Permit. The appeal process is governed by Chapter 43.21B of the Revised Code of Washington (RCW) and Chapter 371-08 of the WAC. "Date of receipt" is defined in RCW 43.21B.001(2).

To appeal you must do all of the following within 30 days of the date of receipt of this Permit:

- File your appeal and a copy of this Permit with the PCHB (see addresses in this letter). Filing means actual receipt by the PCHB during regular business hours.
- Serve a copy of your appeal and this Permit on Ecology in paper form by mail or in person (see addresses below). E-mail is not accepted.

You must also comply with other applicable requirements in Chapter 43.21B of the RCW and Chapter 371-08 of the WAC.

1. To file your appeal with the Pollution Control Hearings Boards

Mail appeal to:	OR	Deliver your appeal in person to:
The Pollution Control Hearings Boar PO Box 40903 Olympia, Washington 98504-0903	rd ,	The Pollution Control Hearings Board 1111 Israel Road, Southwest, Suite 301 Turnweter, Washington, 98501
Olympia, washington 98304-0903		Tumwater, Washington 98501

2. To serve your appeal on the Department of Ecology

Mail appeal to:	OR	Deliver your appeal in person to:
The Department of Ecology		The Department of Ecology
Appeals Processor		Appeals Processor
PO Box 47608		300 Desmond Drive Southeast
Olympia, Washington 98504-76	608	Lacey, Washington 98503

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Brian T. Vance and Scott Sax December 6, 2021 Page 4 of 6

3. Send a copy of your appeal to:

Kelly Elsethagen Department of Ecology Nuclear Waste Program 3100 Port of Benton Boulevard Richland, Washington 99354

If there are any questions, please contact Kelly Elsethagen, Project Manager, at kelly.elsethagen@ecy.wa.gov or (509) 372-7923 or Debra Alexander, Hanford Facility Revision 8C Dangerous Waste Permit Coordinator, at debra.alexander@ecy.wa.gov or (509) 372-7896.

Sincerely,

Stephanie Schleif

Deputy Program Manager Nuclear Waste Program

mkb/jlg

cc: See page 6 Enclosure

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References:

- Letter 20-NWP-090-Reissue, dated June 3, 2020, "Proposed Class 3 Permit Modification 8C.2018.6D to the Hanford Facility Resource Conservation and Recovery Act Permit, Dangerous Waste Portion, Revision 8C, for the Treatment, Storage, and Disposal of Dangerous Waste, Part V, Closure Unit Group 27, 277-T Building; Closure Unit Group 28, 277-T Outdoor Storage Area; Closure Unit Group 29, 271-T Cage; Closure Unit Group 30, 211-T Pad; Closure Unit Group 37, 221-T Sand Filter Pad; Closure Unit Group 39, 2401-W Waste Storage Building; and Closure Unit Group 41, 221-T Railroad Cut, WA7890008967"
- 2. In the Matter of: U.S. Department of Energy, Docket Number: RCRA-10-2013-0113, Consent Agreement and Final Order, Before the United States Environmental Protection Agency, June 26, 2013
- 3. Letter 13-ESQ-0074, dated October 11, 2013, "Response to Consent Agreement and Final Order Concerning (CAFO) the Submittal of Closure Plans for Closing Dangerous Waste Management Units (DWMUs)"
- 4. Letter 14-ESQ-0003, dated October 18, 2013, "Submittal of Additional Closure Plans for Closing Dangerous Waste Management Units (DWMUs) at the T-Plant Complex"
- Letter 18-AMRP-0150, dated August 9, 2018, "Response to Review Comment Records (RCRs) for Hanford Facility Dangerous Waste Class 3 Permit Modification Request for the Solid Waste Operations Complex (SWOC) Dangerous Waste Management Units Closure Plans"
- 6. Letter 19-AMRP-0021, dated November 1, 2018, "Submittal of Hanford Facility Dangerous Waste Class 3 Permit Modification Request for Solid Waste Operations Complex (SWOC) Dangerous Waste Management Units Closure Plans Part Two"
- 7. Letter 19-AMRP-0009, dated October 15, 2018, "Supplemental Information to Support the Solid Waste Operations Complex (SWOC) Dangerous Waste Management Unit Closure Plans"
- 8. Letter 20-NWP-153, dated September 17, 2020, "Reopening of the Public Comment Period for Proposed Class 3 Permit Modification 8C.2018.6D to the Hanford Facility Resource Conservation and Recovery Act Permit, Dangerous Waste Portion, Revision 8C, for the Treatment, Storage, and Disposal of Dangerous Waste, Part V, Closure Unit Group 27, 277-T Building; Closure Unit Group 28, 277-T Outdoor Storage Area; Closure Unit Group 29, 271-T Cage; Closure Unit Group 30, 211-T Pad; Closure Unit Group 37, 221-T Sand Filter Pad; Closure Unit Group 39, 2401-W Waste Storage Building; and Closure Unit Group 41, 221-T Railroad Cut, WA7890008967"

cc electronic w/o enc:

Dave Bartus, EPA David Einan, EPA Kaylin Burnett, USDOE Duane Carter, USDOE Lori Huffman, USDQE Mostafa Kamal, USDOE Tony McKarns, USDOE Paul Pak, USDOE Daniel Pearson, USDOE Brian Stickney, USDOE Glyn Trenchard, USDOE Sheila Davis, BNI Brittany Sparks, BNI Robert Bullock, CPCCo Marc Jewett, CPCCo Curt Clement, HMIS Jon Perry, HMIS Darci Teel, HMIS Eric Van Mason, HLMI Michael Stephenson, PNNL Roger Szelmeczka, WRPS ERWM Staff, YN Debra Alexander, Ecology Jennifer Cantu, Ecology Annette Carlson, Ecology Suzanne Dahl, Ecology Edward Holbrook, Ecology Nina Menard, Ecology John Price, Ecology Stephanie Schleif, Ecology

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Tim Hamlin, EPA Lori Huffman, USDOE Tony McKarns, USDOE Sheila Davis, BNI Brittany Sparks, BNI Mason Murphy, CTUIR Jack Bell, NPT Rex Buck Jr., Wanapum

Laurene Contreras, YN Steve Wiegman, HAB David Reeploeg, Hanford Communities Max Woods, ODOE Robin Priddy, BCAA Matthew Drumheller, USACE Trevor Fox, USFW Mike Livingston, WDFW Lauren Jenks, WDOH John Martell, WDOH Randy Treadwell, WSDA Allyson Brooks, WSDAHP Cindy Preston, WSDNR Gonzaga University Foley Center Library Portland State University Library, Government Information University of Washington Suzzallo Library, Government Publications USDOE Public Reading Room, CIC **Environmental Portal** Hanford Administrative Record, Hanford Site-wide Permit Hanford Facility Operating Record **BNI Correspondence Control** CPCCo Correspondence Control EPA Region 10 Hanford Field Office, Correspondence Control HMIS Correspondence Control PNNL Correspondence Control **USDOE** Correspondence Control WRPS Correspondence Control

cc w/enc, DVD and hard copy:

Hanford Administrative Record:

Hanford Site-wide Permit

cc w/enc, hard copy:

NWP Library: Hanford Site-wide Permit

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